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Fact Sheet for the Chairman,
Subcommittee on Public Lands,
Committee on Interior and
Insular Affairs
House of Representatives

July 1986

RESOURCE PROTECTION

Expenditures on International Activities by Selected Agencies

ORIGINAL

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RESOURCES, COMMUNITY
AND ECONOMIC DEVELOPMENT
DIVISION

July 18, 1986

B-223546

The Honorable John F. Seiberling
Chairman, Subcommittee on Public Lands,
Committee on Interior and Insular Affairs
House of Representatives

Dear Mr. Chairman:

In response to your March 7, 1986, request and subsequent discussions with your office, we have gathered information on expenditures made by the Department of the Interior (Interior), the U.S. Forest Service (Forest Service) in the Department of Agriculture, and the Advisory Council on Historic Preservation (Council) for technical assistance to foreign countries. In addition to developing overall data, we have separately estimated Interior's expenditures for international travel and for international activities in Africa. The information we developed covers fiscal years 1984 and 1985.

To obtain the information you requested, we reviewed detailed expenditures on each international program initiative undertaken by the agencies during the 2 fiscal years under study, along with estimates of the cost of each international trip made by agency employees. We also reviewed records of related congressional hearings and budget documents, and interviewed Interior, Forest Service, and Council program and budget office officials. After compiling and summarizing the data, we presented the information to Interior's Assistant Secretary for Territorial and International Affairs, the Forest Service's Chief of the International Forestry Staff, and the Council's Acting Executive Director to confirm its accuracy.

In summary, we found that the agencies involved spent about $67 million on international activities during the 2 fiscal years. The agencies' activities included, among other things, constructing dams and irrigation systems, developing a national park, and conducting mineral surveys. Of this total expenditure, over 80 percent was reimbursed by foreign governments and other federal agencies, while less than 20 percent was paid for out of Interior, Forest Service, or Council budgets. Included within the $67 million total, we estimate that the cost for Interior employees' international travel was about $7 million. Further, we identified Interior expenditures totaling almost $5 million over the 2 years for international activities in Africa.

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 10 days from its issue date. At that time, we plan to send copies of this fact sheet to Interior and each of its component agencies, Forest Service, and the Council. We will also make copies available to other interested parties upon request.

If you would like to discuss the contents of this fact sheet further or have any comments, please call me on 275-7756.

Sincerely yours,

Michael Gryszkowiec
Associate Director

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ABBREVIATIONS

AID	Agency for International Development
BuMines	Bureau of Mines
BuRec	Bureau of Reclamation
FWS	Fish and Wildlife Service
NPS	National Park Service
SFCP	Special Foreign Currency Program
OSMRE	Office of Surface Mining Reclamation and Enforcement
USGS	U.S. Geological Survey

SECTION I

ESTIMATED EXPENDITURES FOR INTERNATIONAL ACTIVITIES

On October 8, 1985, the House Subcommittee on Public Lands held oversight hearings on the international activities of the nine agencies within the Department of the Interior (Interior), the U.S. Forest Service (Forest Service) in the Department of Agriculture, and the Advisory Council on Historic Preservation (Council). As part of this hearing, the subcommittee attempted to determine the amount of money spent by these federal agencies on international programs. Because most agencies do not accumulate expenditure data in budget accounts that assign all costs from all sources to specific international program activities, the subcommittee was unable to obtain the information it sought.

Our work confirms that most of the agencies involved in international activities do not have budget and accounting systems that can readily generate accurate data on all international program activities. We also noted that the quality of the data that was available at the individual agencies varied considerably and came from many different sources, making summarization into comparable categories difficult. Consequently, in compiling our data we worked separately with each agency's records and developed the most accurate data possible from the information sources available. For some agencies, such as Interior's Bureau of Reclamation, the expenditure data came largely from contractual documents that could be expected to be quite accurate. In other agencies, however, we relied on the program managers' estimates of the costs of individual program initiatives. We did not audit any expenditure data submitted to us by the agencies.

Given these qualifications, table 1.1 presents the best available information on total expenditures for international activities made by Interior agencies, the Forest Service, and the Council in fiscal years 1984 and 1985. The table separates the expenditures between those funded out of the agencies' own budgets and those funded by other sources. The data indicate that more than 80 percent of the international activities conducted by these agencies are funded by other sources, principally other U.S. agencies, such as the Agency for International Development (AID), or by the host governments. The remainder is funded out of Interior, Forest Service, and Council budgets.

Table 1.1

Estimated Expenditures on International Activities

	FY 84	FY 85	2-year total
	(millions)		
Interior			
Agency funds	$ 5.3	$ 5.3	$10.6
Other sources	28.0	24.7	52.7
Subtotal[a]	33.2	30.0	63.2
Forest Service			
Agency funds	0.5	1.0	1.5
Other sources	0.7	1.0	1.7
Subtotal[a]	1.3	2.0	3.3
Council	b	b	b
All Agencies			
Agency funds	5.8	6.3	12.1
Other sources	28.7	25.7	54.4
Total	$34.5	$32.0	$66.5

[a]Totals do not add due to rounding.

[b]Less than $50,000.

During the oversight hearings, the subcommittee expressed an interest in determining how much of the agencies' 1985 expenditures were devoted to resource conservation and protection activities versus resource development activities. None of the agencies maintained records that would enable us to independently classify expenditures along these lines. Accordingly, we relied on the agencies themselves to make those estimates. Agency officials estimated that about $6 million of the almost $67 million expended, or 9 percent, could be classified as being for resource protection purposes, while the remainder was devoted to assisting resource development activities.

DEPARTMENT OF THE INTERIOR

Table 1.2 identifies Interior expenditures by its component agencies. As the table indicates, only six of the nine Interior agencies conducted international activities during the 2 fiscal years. The Bureau of Indian Affairs, Minerals Management Service, and the Bureau of Land Management had no international activities. Of those agencies conducting activities, the U.S. Geological Survey (USGS) and the Bureau of Reclamation (BuRec) accounted for almost 90 percent of the total expenditures.

Table 1.2

Interior Agencies' Expenditures on International Activities

Agency	FY 84	FY 85	2-year total
	(millions)		
USGS			
Agency funds	$ 3.0	$ 3.0	$ 6.0
Other sources	21.1	17.3	38.4
Subtotal	24.1	20.3	44.4
BuRec			
Agency funds	0.6	0.7	1.3
Other sources	4.5	6.3	10.8
Subtotal	5.1	7.0	12.1
Fish and Wildlife Service			
Agency funds	0.8	0.7	1.5
Other sources	1.8	0.6	2.4
Subtotal	2.6	1.3	3.9
National Park Service			
Agency funds	0.5	0.6	1.1
Other sources	0.5	0.4	0.9
Subtotal	1.0	1.0	2.0
Bureau of Mines			
Agency funds	0.4	0.3	0.6
Other sources	0.1	0.1	0.1
Subtotal[a]	0.4	0.3	0.7
Office of Surface Mining Reclamation and Enforcement	b	b	b
Interior Total			
Agency funds	5.3	5.3	10.6
Other sources	28.0	24.7	52.7
Total	$33.2	$30.0	$63.2

[a]Totals do not add due to rounding.

[b]Less than $50,000.

Detailed information on the expenditures made by each of the six component agencies follows. As stated earlier, because data was maintained differently by each agency, our data is necessarily presented in different categories for each agency.

U.S. Geological Survey

USGS made the largest international activity expenditures of any Interior agency. Its $20.3 million expenditure in fiscal year 1985 represented about 68 percent of total Interior international

expenditures, down from $24.1 million, or 73 percent, of the total in fiscal year 1984. The largest single effort is in Saudi Arabia where USGS is assisting in mapping and mineral surveys, advising about an earth science publication facility, and providing expertise and training to the Ministry of Agriculture and Water. The agency considered that almost all of USGS expenditures were related to resource development.

Table 1.3

USGS Expenditures on International Activities

	FY 84	FY 85	2-year total
	(millions)		
USGS-funded	$ 3.0	$ 3.0	$ 6.0
Other sources			
Geologic hazard studies	2.5	2.3	4.8
Resource development	18.0	14.4	32.3
Alternative Energy Studies	.7	.6	1.3
Subtotal[a]	21.1	17.3	38.4
Total	$24.1	$20.3	$44.4

[a]Totals do not add due to rounding.

Source: Office of International Geology, Geologic Division, U.S. Geologic Survey, Department of the Interior, Reston, Va.

The geologic hazard studies category includes reimbursable work done by USGS scientists on earthquakes, volcanoes, landslides, and land subsidences. The category also includes expenditures for a training class on hazard abatement sponsored by AID held in the United States. The development activities category includes most of the traditional USGS work, including mapping and determining mineral reserves. The alternative energy studies category describes those programs that help a host country find alternatives to petroleum. Most of the USGS-funded international activities involve professional development through meetings in foreign countries and contacts between governmental geologic survey departments.

Bureau of Reclamation

BuRec has a long history of international activities and in FY 1985 had active programs in 11 countries. The in-country programs conducted by BuRec personnel are all reimbursed either by other federal agencies (especially AID) or the host foreign government. BuRec's international expenditures in these countries involve activities such as dam construction, irrigation projects, and electric power transmission lines. Our review of BuRec's project descriptions and discussions with its Division of Foreign Activities staff indicated that all of the agency's expenditures should be classified as resource development activities.

Table 1.4 presents the sources of funds for BuRec's in-country expenditures and the country where the activity is performed. It also sets forth the cost of training foreign nationals in this country and BuRec employees' incidental foreign travel.

Table 1.4

BuRec Expenditures on International Activities

	FY 84	FY 85	2-Year Total
	(millions)		
BuRec-funded			
International travel	$0.1	$0.1	$ 0.2
Division of Foreign Activities	0.5	0.6	1.1
Subtotal BuRec-funded	0.6	0.7	1.3
Other sources			
AID			
Ecuador	$ 0.1	$ 0.1	$ 0.1
Egypt	0.5	0.7	1.2
Morocco	0.8	1.4	2.2
Pakistan	0.1	0.2	0.4
Somalia	0.1	0.8	0.8
Subtotal[a]	1.6	3.1	4.7
Foreign governments			
Brazil	b	-0-	b
China	0.4	0.7	1.1
Malaysia	0.3	0.6	0.9
Pakistan	0	0.4	0.4
Saudi Arabia	1.1	0.8	1.9
Spain	0.3	0.1	0.4
Sudan	0.1	0.1	0.3
Zaire	0.1	0.2	0.3
Subtotal	2.4	2.9	5.3
Reimbursed international travel	0.2	b	0.2
Training in U.S.	0.4	0.2	0.6
Subtotal other sources[a]	4.5	6.3	10.8
Total BuRec	$5.1	$7.0	$12.1

[a]Totals do not add due to rounding.

[b]Less than $50,000.

Source: Division of Foreign Activities, Bureau of Reclamation, Department of the Interior, Washington, D.C.

Fish and Wildlife Service

Agencies and countries concerned with worldwide wildlife conservation turn to the Fish and Wildlife Service (FWS) for expert advice and assistance. FWS is able to respond under the Endangered Species Act of 1973 and several other authorities and is also responsible for the United States' implementation of the Western Hemisphere Convention.[1] The Office of International Affairs is responsible for monitoring all FWS international activities and for managing many of their programs. The FWS considers all its international efforts to be related to natural resource conservation. Table 1.5 summarizes FWS' expenditures by source of funding and program activity.

Table 1.5

FWS Expenditures on International Activities

	FY 84	FY 85	2-Year Total
	(millions)		
FWS-funded			
Office of International Affairs Program Office[a]	0.4	0.5	0.9
Western Hemisphere Convention	0.2	0.2	0.4
U.S./U.S.S.R. exchanges	0.2	[b]	0.2
Subtotal	0.8	0.7	1.5
Other sources			
Western Hemisphere Convention	1.7	0.2	1.5
SFOP	0.4	0.4	0.8
U.S./U.S.S.R. exchanges	0.1	[b]	0.2
Subtotal[c]	1.8	0.6	2.4
Total	$2.6	$1	$4.0

[a]Includes FWS-funded activities for biological diversity of $23,910 in FY 1984 and $5,160 in FY 1985, as well as SFOP funds of $8,395 in FY 1984 and $34,750 in FY 1985.

[b]Less than $50,000.

[c]Totals do not add due to rounding.

Source: Office of International Affairs, Fish and Wildlife Service, Department of the Interior, Washington, D.C.

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[1]The Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, signed by the United States in 1940, is an agreement among 18 countries to protect and preserve in their native habitat representatives of all species, migratory birds, and areas of special value.

In addition to carrying out a wide variety of training, research, and information exchanges under the Western Hemisphere Convention, FWS carries out several other efforts. The Special Foreign Currency Program (SFCP) uses U.S.-owned foreign currencies for conservation programs, primarily in India, Pakistan, and Egypt. Use of these non-convertible monies is authorized by section 8a of the Endangered Species Act of 1973, and appropriated by the Congress. The U.S./U.S.S.R. exchanges are conducted under the U.S./U.S.S.R. environmental agreement, whereby U.S. and Soviet scientists travel to conduct research on, among other things, biosphere reserves, endangered species, and marine mammals.

National Park Service

The National Park Service (NPS) has engaged in international cooperative programs since 1918 and today coordinates its international efforts through its Office of International Park Affairs. NPS, the lead agency for implementing the World Heritage Convention,[2] cohosts an annual international parks seminar and works with U.S. agencies, such as AID and the Peace Corps, on park conservation in foreign countries. NPS also participates in the SFCP in India and Egypt. NPS considers all its international activities to be supportive of natural resources conservation.

Table 1.6 highlights NPS international activities.

Table 1.6

NPS Expenditures on International Activities

	FY 84	FY 85	2-Year Total
	(millions)		
NPS-funded			
International Affairs Branch	$0.4	$0.6	$1.0
Other projects	0.1	a	0.1
Subtotal	0.5	0.6	1.1
Other sources			
AID cooperative program	0.2	0.1	0.3
Asir Park, Saudi Arabia	0.2	0.2	0.4
Peace Corps program	a	a	0.1
Other projects	0.1	a	0.1
Subtotal	0.5	0.4	0.9
Total	$1.0	$1.0	$2.0

[a]Less than $50,000

Source: International Affairs Division, National Park Service, Department of the Interior

[2]The Convention Concerning the Protection of the World Cultural and Natural Heritage was ratified by the United States in 1973.

The AID cooperative program is a multiproject effort by NPS to develop information so that AID and host countries will more effectively utilize their natural resources in an ecologically and economically sound manner. For example, one ongoing project deals with introducing the concept of coastal zone management to southeast Asian countries. The Asir Park project was a multiyear effort to provide technical assistance to the Saudi government on planning, developing, and managing its first park. The Peace Corps program is an ongoing effort to assist the Peace Corps in its use of volunteers in natural resource and conservation-related fields.

Bureau of Mines

The Bureau of Mines (BuMines), charged with research on the minerals and materials industry and monitoring the world-wide supply and demand of raw materials for the United States, has two major international activities: cooperative and exchange visits related to basic research projects of mutual benefit to the United States and foreign countries, and technical assistance and training requested by international development agencies, such as AID and the United Nations. BuMines considers that all of its international expenditures in fiscal years 1984 and 1985 are related to resource development activities.

Table 1.7

BuMines Expenditures on International Activities

	FY 84	FY 85	2-year total
	(millions)		
BuMines-funded	$0.4	$0.3	$0.6
Other sources	0.1	0.1	0.1
Total[a]	$0.4	$0.3	$0.7

[a]Totals do not add due to rounding.

Source: Division of International Minerals, Bureau of Mines, Department of the Interior, Washington, D.C.

Office of Surface Mining Reclamation and Enforcement

The Office of Surface Mining Reclamation and Enforcement (OSMRE) was allocated $420,000 under the SFCP to conduct research in environmental planning related to mined land reclamation, a resource development activity. The first disbursements were made from this account in fiscal year 1985 and amounted to about $12,000. This money has been spent primarily on travel by OSMRE officials to India to develop the program goals and coordinate with the government of India. OSMRE had no other international activities in fiscal years 1984 or 1985.

DEPARTMENT OF AGRICULTURE

U.S. Forest Service

The Forest Service coordinates its international activities through its International Forestry staff. One of these activities, the Forestry Support Program, was set up in 1980 to carry out a worldwide program of forest resource management that is fully funded by AID. Another major AID-funded activity is the private sector forestry project carried out through North Carolina State University. AID also provided emergency assistance funds for the Mexico City earthquake disaster.

Table 1.8 summarizes Forest Service expenditures on international activities. These sums do not include expenditures for Forest Service staff conducting domestic research that is also pertinent to international programs.

Table 1.8

Forest Service Expenditures on International Activities

	FY 84	FY 85	2-year total
	----------	(millions)	----------
Forest Service-funded international			
Forestry staff	$0.3	$0.4	$0.7
Travel[a]	0.2	0.6	0.8
Subtotal	0.5	1.0	1.5
Other sources international			
Forestry staff	0.4	0.4	0.7
Travel[a]	b	0.1	0.1
Private Sector Analysis Project	0.4	-0-	0.4
Emergency assistance	-0-	0.3	0.3
Other projects	-0-	0.3	0.3
Subtotal[c]	0.7	1.0	1.7
Total[c]	$1.3	$2.0	$3.3

[a]These figures do not include an estimate of Forest Service staff's salary while in travel status, nor of travel directly funded by the Agriculture Department's Office of International Cooperation and Development.

[b]Less than $50,000.

[c]Totals do not add due to rounding.

Source: International Forestry staff, U.S. Forest Service, Department of Agriculture, Washington, D.C.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

The Council was established by the National Historic Preservation Act of 1966 to provide the President and the Congress independent advice on the national historic preservation program. As such, its direct international expenditures are not large and include activities such as coordinating U.S. involvement with the International Centre for the Study of the Preservation and Restoration of Cultural Property.

Table 1.9

Council Expenditures on International Activities

	ACHP Funds	Other sources	Total
FY 1984			
Travel	$ 1,639	$2,237	$ 3,876
ICCROM coordination[a]	5,000	-0-	5,000
Subtotal	6,639	2,237	8,876
FY 1985			
ICCROM coordination[a]	5,000	-0-	5,000
Total	$11,639	$2,237	$13,876

[a]International Centre for the Study of the Preservation and Restoration of Cultural Property, located in Rome.

Source: Advisory Council on Historic Preservation, Washington, D.C.

SECTION II

INTERIOR ACTIVITIES IN AFRICA

Four of Interior's agencies had activities in Africa during fiscal years 1984 or 1985. BuRec was the most active agency, conducting six fully reimbursable programs in five countries. These programs ranged from work on the Aswan Dam in Egypt to land classification in Somalia. The three other agencies--NPS, USGS, and FWS--had relatively minor efforts. NPS is assisting AID's Africa Bureau with a natural resource program, USGS is assisting a regional sensing facility in Kenya, and FWS is carrying out several programs in Egypt that are funded through the SFCP.

The expenditures by each agency are set forth by fiscal year in table 2.1.

Table 2.1

Interior Expenditures in Africa

	FY 84	FY 85	2-year total
	(thousands)		
Bureau of Reclamation			
Egypt	$ 542.8	$ 656.7	$1,199.5
Morocco	758.8	1,392.8	2,151.6
Somalia	57.0	760.3	817.3
Sudan	141.9	119.6	261.5
Zaire	96.6	180.4	277.0
Subtotal	1,597.1	3,109.8	4,706.9
National Park Service	31.3	5.0	36.2
U.S. Geological Survey	35.5	20.0	55.5
Fish and Wildlife Service	53.5	44.6	98.1
Total	$1,717.4	$3,179.4	$4,896.7

SECTION III

INTERNATIONAL TRAVEL EXPENDITURES BY INTERIOR

Interior has a centralized international travel approval process. A foreign travel certification form (DI 1175) with an attached justification is submitted prior to travel, through the Assistant Secretary, Territorial and International Affairs, for approval by the cognizant Assistant Secretary. The estimated salary, per diem, transportation, and other costs are presented on the form as well as the source and amount of any cost-sharing. Each agency in Interior uses this process and maintains the forms in a central location.

Data on the actual travel expenditures associated with these approved trips is not centrally available. While we could not readily obtain the travel vouchers, Interior staff responsible for international travel said that they believed the cost estimates on the DI 1175 are probably within 10 percent of the actual expenditures.

Table 3.1 therefore reflects estimates of approved travel costs for international travel. Some of the agencies' estimates contain local cross-border traffic with Canada and Mexico; others do not. These costs, included or not, are minor. As a benchmark for the relative magnitude of international travel costs, the Interior's 1984 total travel budget for transportation of people was $73.8 million, and in 1985 it was estimated to be $80 7 million.

Table 3.1

Department of the Interior
Estimates of International Travel

	FY 1984			FY 1985		
	Interior costs	Other sources	Total	Interior costs	Other sources	Total
	thousands					
BLM	$ 52.4	$ 13.1	$ 65.6	$ 65.2	$ 6.6	$ 71.8
BuMines	355.2	68.9	424.1	258.8	63.1	321.8
BuRec	74.3[a]	593.8	668.1	108.1[a]	754.5	862.6
FWS	119.3	129.3[b]	248.6	148.5	181.1[b]	328.5
USGS[c]	687.9	1,366.1	2,054.0	703.9	885.4	1,589.3
NPS	109.7	429.3	602.0	74.9	163.9	238.7
OSMRE	-	-	-0-	-	10.9	10.9
Office of the Secretary	5.8	-	5.8	2.1	-	2.1
Total[d]	$1,404.6	$2,663.6	$4,068.1	$1,361.4	$2,064.5	$3,425.8

[a]Includes trans-border trips to Canada and Mexico.

[b]Only SFCP monies. Other travel costs are included in other source project costs on p. 9, but are not broken out separately.

[c]Does not include estimate of salary when in travel status.

[d]Totals do not add due to rounding.

Source: Each unit's international coordination unit.

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